

A photograph of three people standing in front of a collapsed metal roof structure. The man on the left is wearing a light-colored polo shirt, dark pants, and a baseball cap. The woman in the middle is wearing a blue polo shirt and jeans. The woman on the right is wearing a green polo shirt and jeans. They are all looking towards the right. The background shows a clear blue sky and some trees in the distance.

Kentucky Emergency Management Planning Guide 3 2015

**How to write Emergency Support
Functions**

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Introduction

This Planning Guide provides a step by step process for the development of Emergency Support functions within the Basic Plan of the County Emergency Operations Plan.

This guide is part 3 of a 5 part series of Planning Guides developed by KYEM to assist planners across the Commonwealth with their emergency planning needs. The other Guides in this series are:

- Kentucky Emergency Management Planning Guide 1 (2015) *The Basic Guide to Developing Emergency Operations Plans*
- Kentucky Emergency Management Planning Guide 2 (2015) *How to the Basic Plan*
- Kentucky Emergency Management Planning Guide 4 (2015) *How to Write Incident Specific and Support Plans using the Active Planning Process*
- Kentucky Emergency Management Planning Guide 5 (2015) *The Emergency Resource List*

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Emergency Support Function

What are Emergency Support Functions?

Emergency Support Function (ESFs) are organizational documents. These organizational documents describe how, what, and who is involved in basic disaster work. It specifically should provide information on the following:

1. What organizations are involved in and/or perform what disaster functions?
2. How the individual agencies and organizations are organized to perform these basic disaster functions?
3. How the coordinator and the groups involved in the ESF work with the resources already in your County and how they get more if needed?
4. What support is needed from the other functional groups (ESFs) to assist them in performing their major tasks?

ESFs breakdown into six general sections to answer the above questions: Agencies, Mission, Direction & Control, Concept of Operations, Roles & Responsibilities, and Required Support.

The 15 ESFs and their Basic Roles

Kentucky recognizes 15 functional groups; these groups, referred to as ESFs, are as follows:

1. ESF 1 – Transportation – This ESF's function is to provide, manage, and coordinates the movement of disaster supplies, people, and manages the movement of traffic.
2. ESF 2 – Communications – This ESF's function is to provide, manage, and coordinate 2-way radio, telephone, internet, and other forms of electronic communications.
3. ESF 3 – Public Works – This ESF's function is to provide debris management, coordinate the water, sewer, and transportation infrastructure.
4. ESF 4 – Firefighting – This ESF's function is to provide, manage, and coordinate firefighting activities.
5. ESF 5 – Emergency Management – This ESF's function is to provide, manage, and coordinate all disaster related activities.
6. ESF 6 – Mass Care & Sheltering – This ESF's function is to provide, manage, and coordinate the feeding and emergency sheltering of people.
7. ESF 7 – Resource Support – This ESF's function is to provide, manage, and coordinate the purchase and ordering of disaster resources,

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- monitoring of a County's critical supplies (i.e. food, water, and fuel), and the storage and dissemination of resources and supplies.
8. ESF 8 – Public Health – This ESF's function is to provide, manage, and coordinate emergency healthcare (EMS), healthcare providers (hospitals and clinics), and environmental health activities.
 9. ESF 9 – Search and Rescue – This ESF's function is to provide, manage, and coordinate search and rescue activities.
 10. ESF 10 – Hazardous Materials – This ESF's function is to provide, manage, and coordinate all hazardous material responses and to monitor and communicate with major hazardous materials facilities during disasters.
 11. ESF 11 – Agriculture – This ESF's functions is to provide, manage, and coordinate pet sheltering, livestock care, disposal of dead livestock, and animal and plant health activities.
 12. ESF 12 – Energy – This ESF's function is to provide, manage, and coordinate the operation and repair of electrical and natural gas infrastructure.
 13. ESF 13 – Law Enforcement – This ESF's functions is to provide, manage, and coordinate law enforcement and security personnel to manage the general security of the County.
 14. ESF 14 – Community Recovery - This ESF's functions is to provide, manage, and coordinate intermediate and long-term housing and population needs, community reconstruction of the County, and community economic and business recovery.
 15. ESF 15 – Public Information – This ESF's is responsible for communicating with the public, media, and/or coordinating with other agencies, as necessary, with incident related information requirements. The PIO is responsible for developing and releasing information about the incident to the news media, incident personnel, and other appropriate agencies and organizations. Depending on the size or complexity of the incident, a lead PIO should be assigned for each incident and may have assistants, as necessary, including supporting PIOs representing other responding agencies or jurisdictions. The PIO should not have multiple roles.

Agencies

All agencies involved in the performance of an ESF should be listed as part of the plan. Agencies involved in the plan breakdown into three specific types: Coordinating Agency, Stakeholders, and State Partners.

Coordinating Agency(s)

The Coordinating Agency is responsible for coordinating the actions of agencies, groups, organizations, and/or companies within their ESF and between other ESFs. The Coordinating Agency is responsible for coordinating the ESF and required to provide a person or persons with a good general knowledge of the subject area and knowledge of the stakeholders in their ESF to the county EOC.

In some case, due to either size or scope of the ESF, a Coordination Team may be necessary to manage and coordinate the actions of the ESF. In this case, agencies should be listed as co-coordinators. The co-coordinators must have defined areas of responsibilities and coordination. However, areas of responsibility should not be written in stone and exception should be allowed as the situation dictates.

Coordinators are not in charge of anyone. The Coordinators job is to focus and organize the actions of all agencies, groups, organizations, and/or companies within their ESF on the job at hand, which is to provide for and/or restore the County. Coordinators strategize with other ESFs on how to maximize their efforts to move the County out of crisis.

Stakeholder Agencies

Stakeholder Agencies are local agencies, groups, and organizations that perform a role in an ESF. These agencies form the ESF Working Group. This group plans, organizes, and responds to events working cooperatively to maximize their effectiveness. The Coordinator is the unifying point of contact between all of the group members.

State Partners

State Partners are State agencies that can assist with personnel, resources, and/or guidance to the ESF Coordinating Agency. State Partners will coordinate with their Federal partners to provide personnel, resources, and/or guidance.

Mission(s)

The Missions Section of the ESF annex is where the functions that ESF's perform are described and prioritized.

Each ESF should clearly define the top five missions that they must execute. These top five missions should not be seen or defined as exclusive from one another, but should be considered mutually supportive.

Direction and Control at the ESF Level

This section deals with how the ESF and the Coordinator fit into the overall structure of the county EOC. It also needs to describe how the agencies within the ESF are organized to respond and work with the coordinator during disaster operations.

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How the ESF Fits Into the Overall EOC Organization

How the ESF fits into the county or joint county EOC organization depends on what kind of organization scheme you have chosen to operate. This can be found in the Basic Plan. In this sub-section, you need to describe the organizational relationship between the next higher organization divisions at a minimum, though next two divisions are best. Graphics are the best way to show these relationships, backed-up with a brief description of how they work.

Internal ESF Direction and Control

This sub-section deals with how the ESF is internally organized. In some cases where ESF's are very broad in scope and function, you may find that agencies are more easily grouped under common tasks groups for management. Additionally, if you have designated an ESF Coordination Group or Co-coordinators, this is where you describe the entities under them that will work within that direction and control construct.

Depending on your County, this is where the ESFs may look at forming Agency/Department Operation Center or Command Posts. This works well for communities that have organizations that naturally work together and/or have limited work space. This sub-section should show any relationships between Command Posts or Agency Operation Centers and the ESF Coordinator(s).

When describing relationships between the ESF Coordinator and entities in that ESF, list the agencies, group, organization, and/or company by name and include what position is the primary contact for the ESF Coordinator. The primary contact should be listed by a position in that entity, not by personal name.

Graphics showing these relationships backed-up with a brief description are best when describing the internal ESF Direction and Control.

ESF Concept of Operations

This section should be broken into three sub-sections:

1. Joint Disaster Operations
2. Resource Coordination
3. Roles and Responsibilities of entities within ESF

These sections deal with how the entities within the ESF are going to work together to bring a County out of crisis, how the communities resources are going to be allocated within the ESF, how the ESF goes about requesting additional resources, and what are the roles and responsibilities assigned to individual entities.

Joint Disaster Operations

The Joint Disaster Operation sub-section describes how entities within the ESF will work together during a disaster. In many cases, this occurs on a daily basis and this section simply describes that normal relationship. However, if you have

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entities that do not work together on a regular basis, this section is going to be much more extensive.

This sub-section should address:

- How do the agencies cross communicate and coordinate?
- The formation of a Unified Command where multiple entities are working the same issue.
- How entities work with the coordinator in the county EOC?

Resource Coordination

The Resource Coordination sub-section describes how entities will use resources at their disposal and how they request additional resources. This sub-section should address:

- Maintaining jurisdictional coverage, such as with fire departments and other emergency agencies.
- How will the ESF Coordinator work with entities to get resources assigned to tasks?
- Who can request resources from surrounding counties or the Commonwealth? What is the process for doing so?
- Who manages tasking of outside resources?
- Who is responsible for overseeing outside resource's well being while inside your County, such as food and lodging?

Internal ESF Roles and Responsibilities

The Roles and Responsibilities sub-section describes who does what types of missions in an ESF and who, if any, entity has the lead doing certain jobs. This is important in ESFs with very wide scopes of practice like ESF 6 and ESF 8.

External ESF Support

This section of the ESF describes the kind of support that may be required from other ESFs. (See this document: How to Get the Most Out of the Emergency Operations Plan - Emergency Support Functions and Emergency Operations; What Support Does the ESF Need from Other ESFs?)

KYEM ESF Worksheet

A County ESF worksheet and ESF templates are available at <http://kyem.ky.gov/programs/Pages/County-ESF-and-EOP.aspx> help prepare your ESFs.

Step By Step ESF Development

Step 1 - Meeting with Key Members of ESF

Meeting first with key members of an ESF will help in the development of the ESF. Key member are generally the larger and/or the most active entities in the ESF. It is recommended that a minimum of two entities be included in this meeting, with four being the max on very large ESF's like ESF 6, 8, & 14.

Conduct an Interview Session

The Planner should use the ESF Worksheet and conduct an interview with the Key Members answering sections of the sheet as you go. Once you have completed the interview start filling in the ESF Template based on those questions and guidance from the *Emergency Support Function* section of this document.

Choosing a Coordinator(s)

During this meeting, have an open and honest discussion about what the coordinators' job and responsibilities are and how they would be expected to interface with the County's EOC. If a single coordinator cannot be an appointed without controversy or other limitations, then try a co-coordinator or coordination group concept. The idea of the coordinator(s) is to get a function organized, cross-coordinated, and moving forward in the same direction as the rest of the County with all the force and power that it has at its disposal to move their County out of crisis.

Step 2 - Draft ESF Development

Based on the information gathered and discussions from your meetings with the Key Members of the ESF, you should be able to begin to build out a draft of that ESF.

Each of the sections below should be presented in the document in this order.

Primary Coordinator(s) Section

In this section, list the entity or entities that will be responsible for coordinating this disaster function. This information can be found in the ***Coordinating Agency Field of the ESF Worksheet***. (Note: If you are using co-coordinators or a coordination group, the relationship must be described in the Direction and Control Section as well as Concept of Operations Section.)

Local Stakeholders Section

In this section all local agencies, groups, and/or organization active with the ESF should be listed. This list should be limited to those who provide direct support to this particular function. Cross-coordination with other functional support areas will be listed in Cross ESF Resource Coordination Section later in the document.

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State Partners Section

In this section, list all the state level agencies, groups, and/or organization that work with the coordinating agency(s) and/or Local Stakeholders.

Mission Section

In this section, describe what it is that the ESF is responsible for coordinating.

Agency Level Roles and Responsibilities Section

In this section list by agency (Coordinator(s) and Stakeholders) their roles and responsibility in the disaster response. This section should describe what it is that they do in the ESF as well as generally what kind of support they bring with them.

Direction and Control Section

In this section, describe how the ESF fits into your overall county EOC command structure and how it works with other entities/ESFs.

It is recommended that a graphic be used to satisfy this section.

Concept of Operation Section

In this section, describe how the ESF Coordinator(s) and Stakeholders are going to organize in a disaster and work with resources they have as well as how they are going to request resources from other counties and the state.

Cross ESF Support Requirement Section

This section should describe types of support requirements needed by this ESF from other ESFs to operate efficiently and effectively.

Step 3 - ESF Working Group Meeting

Once you have drafted the ESF document based on the information gathered and discussed in the Key Members meeting, a meeting of all the Stakeholders and Coordinators should be held. Within this meeting, present the first draft of the ESF. Ask that all members review the information and provide feedback. At the same time, set a second meeting.

Step 4 - Fine Tuning the ESF

Once you have received the feedback from the ESF Working Group, make the necessary changes or additions. If you have trouble understanding a comment or if a comment runs contrary to other entities, you need to work with those entities to de-conflict the issues or get clarification.

Tips for De-conflicting the ESF

1. Use a neutral location to conduct a de-confliction meeting, such as a restaurant or coffee shop. (The EM Office can be perceived to give the EM an advantage or some seat of power in a conflict, so it is not recommended as the meeting location.)

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2. Listen carefully to both parties
3. Look at the conflicting issue(s) from both parties perspective; do not take sides.
4. Try to determine the root of the conflict and what the true desired outcome is for both parties.
5. Build on what you hear and assert your desired outcome as a third party.
6. Be flexible, brainstorm with the parties to generate options.
7. Always remain calm, patient, and respectful of all parties.
8. Build an agreement that works for all parties.

Step 5 - Second Draft

Send out the adjusted document to all stakeholders and coordinator(s) for review. Based on that review either repeat Step 4 or go on to Step 6.

Step 6 - Finalizing the ESF

Have all agencies formally adopt the document, post the update to the County/Joint County EOP and present a copy to the ESF agencies for future reference.

Joint County Plans (Guidance TBD)

Under current KRS's, Counties of two (2) or more may jointly create a single unified local emergency management agency.

KRS 39B.010 (eff. 15 July 2015)

KRS 39B.020 (eff. 15 July 2015)

KRS 39B.030 (eff. 15 July 2015)

KRS 39B.050 (eff. 15 July 2015)

KRS 39B.060 (eff. 15 July 2015)

All reference the Joint County Emergency Management Laws. Refer to these statutes for further information.

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